



City of Seattle

Gregory J. Nickels, Mayor

**Department of Planning and Development**

D. M. Sugimura, Director

**CITY OF SEATTLE  
ANALYSIS AND DECISION OF THE DIRECTOR OF  
THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

**Application Number:** 3003026

**Applicant Name:** Dawn Bushnaq of Runberg Architecture Group for Atlin Investments Inc.

**Address of Proposal:** 1841 16<sup>th</sup> Ave

**SUMMARY OF PROPOSED ACTION**

Master Use Permit to change the use of an existing religious facility (First Church of Christian Scientists) to an eighteen (18) unit apartment building. Project work includes a below grade parking garage accessed from the alley and approximately 700 cubic yards of cut grading and 630 cubic yard fill grade. The outer walls and overall structure integrity are to be preserved.

The following approval is required:

**SEPA - Environmental Determination** - Chapter 25.05, Seattle Municipal Code.

**SEPA DETERMINATION:**      ☐ Exempt    ☐ DNS    ☐ MDNS    ☐ EIS  
   ☒ DNS with conditions  
   ☐ DNS involving non-exempt grading, or demolition, or  
   involving another agency with jurisdiction.

**OTHER AGENCY REVIEW**

*Department of Neighborhoods (DON)*

The structure is historic as established by the City of Seattle January 17<sup>th</sup>, 1977 (Ordinance # 106145). Pursuant to SEPA policy SMC 25.05.675-H and the Preservation Ordinance SMC 25.12 a memorandum of agreement between DON and DPD exists in order to document the review process for historic structures. DON is concurrently reviewing the changes to the structure to assess their historic impact. There have been meetings between the applicant, DON and DPD to communicate the specifics of this alteration from a religious facility to apartments. DON cannot issue a Certificate of Approval until the SEPA threshold determination has been made by DPD.

*Puget Sound Clean Air Agency (PSCAA)*

After communications with PSCAA and review of the requested Asbestos Survey, it has been determined that the applicant must file a “notice of intent” to work permit with the proposed internal demolition and limited external demolition. The “notice of intent” is filed with PSCAA to ensure that the demolition is done by a certified asbestos removal contractor.

**BACKGROUND DATA**

Zoning: Lowrise Three (L3)

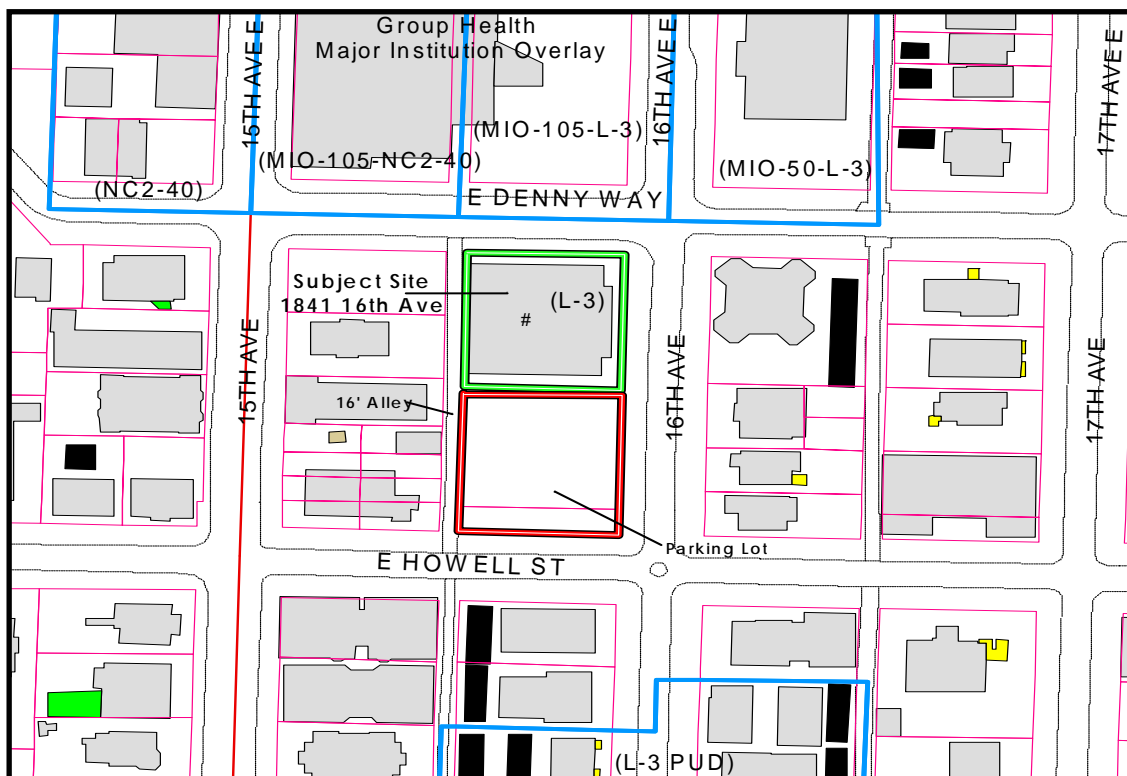
Proposed Use: Apartments

Public Comment:

The comment period for this proposal ended on April 5, 2006. During the public comment period, DPD received three written comments related to the project. Comments were focused on preservation of the structure, clarity of proposal, utility (water pressure and sewer service) connection, parking, traffic and damage to the alley during construction.

Site and Vicinity:

The site is located in the Capitol Hill Neighborhood just east of 15<sup>th</sup> Ave E). To the north is Group Health Cooperative which has a Major Institution Overlay zone designation with underlying zoning designations of Neighborhood Commercial Two with a forty foot height limit (NC2-40) and Lowrise Three (L3). Surrounding zoning is the same as the proposal site, L3. Surrounding uses are predominantly residential, with some commercial structures to the north and south along 15<sup>th</sup> Ave E.



Proposal:

The applicant proposes to renovate the existing interior of the structure to create 18 apartments. Each unit is proposed with a mezzanine level. Vehicle access to the site will be provided from the abutting paved 16' alley. The basement level will be converted to parking for twenty seven (27) vehicles, 22.5 by Land Use Code standards because of the nine (9) tandem stalls provided, which count as 1.5 spaces. The renovation of the structure will maintain the exterior and integrity of the structure and also will reuse the central sanctuary as a common residential atrium. The applicant proposes to reuse the existing window locations, frames and stained glass, where possible. DON will be providing final approval on the fenestration for the windows and other elements of the structure as necessary.

**ANALYSIS - SEPA**

Environmental review resulting in a Threshold Determination is required pursuant to the Seattle State Environmental Policy Act (SEPA), WAC 197-11, and the Seattle SEPA Ordinance (Seattle Municipal Code Chapter 25.05).

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated January 26<sup>th</sup>, 2006. The Department of Planning and Development has analyzed and annotated the environmental checklist submitted by the project applicant, reviewed the project plans and the additional information requested by DPD all located in the project file. As indicated in the checklist, this action may result in adverse impacts to the environment. However, due to their temporary nature and limited effects, the impacts are not expected to be significant. A discussion of these impacts is warranted.

**Short -Term Impacts**

**Construction Impacts**

Construction activities for the renovation of the structure could result in the following adverse impacts: construction dust, emissions from construction machinery and vehicles, increased particulate levels, increased noise levels, occasional disruption of adjacent vehicular and pedestrian traffic, and a small increase in traffic and parking impacts due to construction workers' vehicles. Several construction related impacts are mitigated by existing City codes and ordinances applicable to the project, such as the Noise Ordinance; the Street Use Ordinance; and the Building Code. Following is an analysis of the air, water quality, streets, parking, and construction-related noise impacts as well as mitigation.

The character of the area is primarily residential in nature with the exception of Group Health to the north. The construction-related noise will have some impact on the surrounding residents in the area. The major noise causing action will be for the construction of the below grade parking level which includes both grading and cement pouring. Other activities that may have an adverse impact are any piling that may occur, jack hammering, use of generators, and loud back-up alarms on construction vehicles. The anticipated construction timing is 48 weeks (6 weeks interior demolition, 16 weeks structural improvements, 26 weeks interior build out/finish). Since the shell and existing wall construction of the building will be retained, most of the construction

work will occur inside the structure. Exterior work will include minor repairs of the exterior stone masonry, installing new window frames, reinstalling stained glass, installing a new roof and the placement of new mechanical equipment. The times allowed for construction per the Noise Ordinance (SMC 25.08) are found to be inadequate to mitigate the noise impacts for the subject zone. As a result, imposition of a noise condition is warranted and will ensure the documented impacts are mitigated.

Vehicle parking in the area is limited and the site is located in a Residential Parking Zone. The applicant has stated that there will be some parking available located on the south side of the structure, which is currently used as the Church's parking on Wednesdays and Sundays as well as a pay-parking lot during off Church hours. Also the applicant has stated that letters of agreement will be obtained from local pay-parking lots, religious facilities and local businesses. Upon completion of the basement parking level it will be used for construction staging and construction vehicle parking. As a result of this information, a condition is warranted to ensure these mitigation matters are provided prior to commencement of construction in the form of Construction/Transportation mitigation plan.

The Street Use Ordinance includes regulations that mitigate dust, mud, and circulation. Temporary closure of sidewalks and/or traffic lane(s) is adequately controlled with a street use permit through the Seattle Department of Transportation. Work in the alley may cause damage to the alley surface as a result of the construction activities and vehicles. Conditioning to maintain the alley surfacing is appropriate.

Construction is expected to temporarily add particulates to the air and will result in a slight increase in auto-generated air contaminants from construction worker vehicles; however, this increase is not anticipated to be significant. Federal auto emission controls are the primary means of mitigating air quality impacts from motor vehicles as stated in the Air Quality Policy (Section 25.05.675 SMC). The structure does contain friable asbestos materials as noted in the Asbestos Survey requested by the Department. After review of the Asbestos Survey by Affordable Abatement, Inc. and consultation with PSCAA staff, a permit will be required for the proposed demolition work. As a result a condition is warranted to ensure that the applicant files a "notice of intent" to work with the PSCAA.

### **Long - Term Impacts**

The following long-term or use-related impacts, increased demand on public services and utilities; increased light and glare; and increased energy consumption are not considered adverse, as other City Departments will review in detail and/or adopted City Codes will address these issues. Additional impacts which may result in the long-term are discussed below.

### **Height, Bulk and Scale**

The proposed renovation will not expand non-conformities in any way with respect to setbacks and height of the building. This structure is an architectural piece of history for the City of Seattle as evidenced by its Landmark status (ordinance # 106145). The architectural elements of the roof, detailing, cladding, and overall building will be a benefit to the community to preserve. As a result, no mitigation is required pursuant to SEPA authority.

### Parking

The project proposes to have parking provided in a newly created basement parking level accessed from the alley. Parking is proposed for twenty seven (27) vehicles, 22.5 stalls by Land Use Code standard because there are nine (9) tandem stalls provided which count as 1.5 spaces. Considering the number and square footage of the units proposed 20 parking stalls are required by the Land Use Code (SMC 23.54.015 - Chart A) for the 18 apartment units. Pursuant to SMC 25.05.675-M.2.b.ii, “for residential uses located within... the Capitol Hill Urban Center Village... no SEPA authority is provided for the decision maker to require more parking than the minimum required by the Land Use Code.” As a result of the 22.5 parking spaces provided, the Land Use requirements are met and no authority exists to require more parking spaces pursuant to SEPA policies “M. Parking.”

There is neither a Land Use Code requirement to assign each unit a parking space nor a Land Use Code requirement requiring that each tandem stall be assigned to one unit. To ensure that all the parking spaces are used efficiently and in line with SEPA policy SMC 25.05.675-M.2.d.ii, parking management and allocation are appropriate mitigation measures pursuant to SEPA authority. In this case the allocation and assignment of the parking spaces to individual units is warranted to ensure maximum use of the parking. As a result, a condition is imposed which will require the each apartment be assigned at least one parking space and that each tandem pair be assigned to individual units.

### Traffic and Transportation

The applicant provided information regarding the usage of the abutting parking lot to the south by the Church and its use as a paid parking lot during non-Church hours. DPD used also used data from Institute for Traffic Engineers (ITE) data to calculate trip generation for the proposal. The following is an analysis of this information.

The abutting parking lot to the south has approximately 55 parking spaces. On weekdays, the parking lot is heavily used by commuters with 40-45 vehicles parked before 9 a.m. On weekdays during the evenings (off peak) and overnight, approximately 3-7 vehicles make use of the lot. The Church has services on Wednesday evenings and Sundays. The parking lot is used by approximately 3-7 vehicles parking on Wednesday evenings and 15-25 vehicles on Sunday mornings.

The weekday peak AM and PM trips to the parking lot are the heaviest trip generation time because of commuter use, which is expected for Group Health employees and or patients. As a result, it is reasonable to assume that the existing uses of paid parking lot and religious facility currently generate 40-45 peak PM trips.

The most recent data provided in Trip Generation 7<sup>th</sup> Edition by ITE shows the expected trip generation for the proposed 18 apartment units and site is .52 trips per unit which equates to 9.36 peak PM week day trips. The subject block had a recent 8-unit townhouse development with more development at the abutting parking lot to the south expected in the future. A cumulative analysis is warranted. Considering the site is well served by transit along 15<sup>th</sup> Ave E and E Madison St, the small amount of peak PM trips (9.36) generated by this development,

anticipated trips for future development of the parking lot into residential use and trips generated by the recent eight unit townhouse development at the northwest corner of 15<sup>th</sup> Ave E and E Howell St, trip generation when looked at as a cumulative effect will be considerably less than the existing condition.

Looking at the total development potential of the entire abutting south parking lot, approximately 21 townhomes could be constructed, when added to the recent 8-unit development and the proposed 18 units; a total of 47 units is reasonable to anticipate for all three developments. Looking at ITE data, the three projects would generate approximately 24.44 peak PM trips, significantly less than the current peak 45 trips for the parking lot on its own. It should be noted that Group Health has an existing 716 space parking garage and approximately 150 other parking areas within its Major Institution Overlay that can accommodate the future loss of the paid parking lot function. The traffic from the loss of the parking lot will be diffused along 15<sup>th</sup> Ave E where the traffic may already currently exist because of the close proximity of the paid parking lot to Group Health.

Considering the project will only produce around 9.36 peak PM trips on its own, the impact even if the parking lot remains, is very minimal and does not require SEPA mitigation.

As a result of the above analysis the proposal will not have an adverse impact on the traffic in the area.

### Historic Preservation

“It is the City’s policy to maintain and preserve significant historic sites and structures...” “For project involving structures or sites which have been designated as historic landmarks, compliance with the Landmarks Preservation Ordinance shall constitute compliance with the policy set forth” in the SEPA ordinance. As a result a condition is warranted to ensure that the requirements of the Landmarks Preservation Board are met prior to issuance of the Master Use Permit.

### Summary

In conclusion, adverse effects on the environment resulting from the proposal are anticipated to be non-significant. Meeting the conditions stated below and analyzed above, the project will be compliant with SEPA policies.

Existing codes and development regulations applicable to this proposed project will provide sufficient mitigation beyond the conditions and no further conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665).

### DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this

declaration is to satisfy the requirement of the State Environmental Policy Act (RCW 43.21.C), including the requirement to inform the public of agency decisions pursuant to SEPA.

- [X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21.030(2)(C).

## **CONDITIONS - SEPA**

### **Prior to Issuance of the Master Use Permit**

1. Obtain and submit for review to the DPD Planner (Lucas DeHerrera (206.615.0724) or Land Use Supervisor Cheryl Waldman (206.233.3861) a Certificate of Approval from the Department of Neighborhoods (Landmarks Preservation Board) for proposed changes to the Church (see ordinance # 106145). At the same time of Certificate of Approval submission, update the Master Use Permit Drawings to reflect the conditions of approval (if any) or the approved design.
2. The applicant shall include a construction management plan in the permit drawings addressing worker parking locations (letters securing parking from local pay-parking lots), approximate timing of construction phases and overall schedule, truck routes of travel, construction truck arrival and departure times.

### **Prior to Issuance of the Building Permit**

3. The owner(s) and/or responsible party(s) shall provide documentation to the DPD Planner (Lucas DeHerrera (206.615.0724) or Land Use Supervisor Cheryl Waldman (206.233.3861) that a "notice of intent" has been filed with Puget Sound Clear Air Agency (PSCAA) at least 10 days in advance of any demolition activities.

### **During Construction**

The following conditions to be enforced during construction shall be posted at each street abutting the site in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. The conditions shall be affixed to placards prepared by DPD. The placards will be issued along with the building or demolition permit set of plans. The placards shall be laminated with clear plastic or other waterproofing material and shall remain posted on-site for the duration of the construction.

4. All construction activities shall be limited to non-holiday weekdays from 7:00 a.m. and 6:00 p.m. and Saturdays from 9:00 a.m. to 6:00 p.m. Other than surveying, surveillance and securing the site (no grading), work on Sundays is not permitted. In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby residential units, no major noise creating work such as those listed below, is permitted on Saturdays from 9:00 a.m. to 6:00 p.m.:

- Pile driving.
- Grading with heavy machinery.
- Concrete pouring.
- Jack hammering.
- Use of gas generators without the use of hay bales to baffle noise.

Broadband backing-up alarms must be used for all vehicles that use back up alarms when in reverse gear.

After the building is enclosed with exterior walls and windows, interior construction on the individual enclosed floors can be done at other times in accordance with the Noise Ordinance. The hours above may be extended and/or specific types of construction activities may be permitted on a case-by-case basis by approval of the Land Use Planner (Lucas DeHerrera 206.615.0724 or Cheryl Waldman 206.233.3861) or Noise Control Program (David George 206.784.7843 or Jeffrey Stalter 206.615.1760) prior to each occurrence. The applicant may be required to submit a noise mitigation plan to DPD for review before a change in construction hours may occur. Periodic monitoring of work activity and noise levels may be conducted by DPD.

5. The affected portion of the alley during construction shall be restored to its pre-construction status if damage occurs (inspector's discretion).

Prior to Certificate of Occupancy

6. Assign each apartment at least one parking space and assign each tandem stall to individual units. Show that this is accomplished by CC&R, rental agreement or by signage in the garage corresponding to the unit number.

Signature: \_\_\_\_\_ (signature on file)

Lucas DeHerrera, Land Use Planner  
Department of Planning and Development

Date: June 8, 2006